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Human resources management

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Comprehensive report on the staffing of field missions, including the use of 300 and 100 series appointments

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 58/296, in which the Assembly requested the Secretary-General to report on the use of 300 series contracts for personnel serving in United Nations peacekeeping missions in the field. The report addresses the current international context in which peacekeeping operations are deployed and the strategy of the Organization for meeting current and future resources requirements for peacekeeping missions, taking into account the observations and recommendations of the Advisory Committee on Administrative and Budgetary Questions.

To ensure that the discussion on the use of 300 and 100 series contracts is comprehensive, the report outlines how the current international context for United Nations peacekeeping missions and, consequently, how the expectations of Member States and the legislative bodies have changed. It discusses measures designed to respond to the changed expectations, strengthen the management of peacekeeping operations and improve the operational impact such measures have on the people and circumstances they are designed to serve.

The Secretary-General seeks the endorsement of the General Assembly for the proposed use of 100 series contracts for the appointment of staff in missions of six months or longer for which there is a continuing requirement.

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I. Introduction

1. Now more than ever, the international community is calling upon the United Nations to conduct more complex and larger peacekeeping operations, involving the Organization in matters of governance, rule of law, human rights and security, including coordination and oversight of development assistance and humanitarian aid. Effectively supporting these operations poses significant challenges to the Organization in many areas, but perhaps nowhere more acutely than in human resources. Current and future peacekeeping operations will require more experienced, knowledgeable and skilled civilian specialists. Developing such staff will involve investing in people and retaining their service for periods beyond the four years allowable under the 300 series appointments of limited duration. The present report sets out proposals for the use of 100 series fixed-term appointments for field staff for whose services there is a continuing need and a return to the proper use of 300 series appointments for specific functions that are clearly time-limited, such as electoral activities, technical assessments, temporary assistance or other short-term projects. The impact of these proposals in terms of career mobility, geography and administration are also described in the report. The financial implications of the recommendations contained herein are also projected.

2. These recommendations must be seen in their full context. The report therefore outlines the current challenges faced by the Department of Peacekeeping Operations in mounting and sustaining peace operations in the field. It discusses several approaches to improve the management of field missions and examines ways to improve the ability of the United Nations to recruit and retain high quality personnel for peacekeeping operations, specifically:

(a) The report discusses the current environment and underlying assumptions for field missions and how changes in international conditions over the course of the past decade have created a demand for more complex operations in increasingly dangerous environments. In the context of these changes, it discusses several structural innovations in mission organization, such as budget and organizational templating, including a limited number of new or repositioned functions, to permit greater consistency in staffing missions and improved management of field operations;

(b) In addition, the report identifies a number of additional capacities highlighted by Member States and the legislative bodies as ways to improve United Nations peacekeeping. For example, the acknowledgement by the Security Council and the Special Committee on Peacekeeping Operations of the necessity for field-based tactical information and intelligence systems, the adoption of best practices and lessons learned (such as integrated planning, increased training and standardized predeployment and reconnaissance visits) and the consequent call for these measures to be incorporated into mission start-up and operations to improve operational effectiveness;

(c) In this context, the report addresses how the use of 300 and 100 series contracts directly affects the ability of the Organization to recruit and retain the high quality personnel necessary to sustain peacekeeping operations in the field.

II. The current environment and changing assumptions of United Nations peacekeeping

3. Several developments have helped to shape the international environment within which peacekeeping missions are currently deployed. These developments include: (a) growing international reliance since the early 1990s on United Nations missions to help maintain peace agreements; (b) acknowledgement that these missions from their outset are likely to be of relatively longer duration than previously estimated; (c) increasing need to act under Chapter VII of the Charter of the United Nations when deploying and, at times, expanding operations; (d) growing awareness that missions must incorporate a wide range of tasks, including political, governance, economic, humanitarian, development, security and protection; and finally, (e) as tragically highlighted by the bombing of United Nations headquarters in Baghdad on 19 August 2003, increased hostile targeting of the United Nations presence, its operations and associated personnel.

4. Member States have recognized how these factors combine to present new and different challenges to the management of peacekeeping operations in the field. In consequence, the legislative bodies of the United Nations have authorized and promoted several mechanisms to facilitate the rapid introduction of peacekeeping missions, such as optimization of the strategic deployment stocks system, pre-mandate funding to initiate operational preparations in advance of actual mission deployments and the ability to rapidly mobilize the civilian cadre with the skills and experience necessary to accelerate the operational effectiveness of new missions.

5. Moreover, the legislative bodies have increasingly emphasized the importance of an integrated approach to peacekeeping missions to engage the assets and comparative advantages of the entire United Nations system. This emphasis on an integrated approach recognizes the reality that the long-term goals of peacekeeping missions cannot be achieved through a primary or exclusive reliance on military forces or political facilitation alone. It also recognizes that humanitarian and development work cannot progress satisfactorily under adverse political conditions. The important attention paid to human rights, development and humanitarian issues must be adapted to and integrated with the specific circumstances that pertain at the time when a peacekeeping operation is introduced.

6. In tandem with this new emphasis on integrated missions, Member States have begun to examine ways to achieve greater effectiveness and efficiencies among missions located in close proximity, for example in West Africa, the Great Lakes Region and in the Middle East. Adapting appropriate "regional" approaches to selected purposes and in selected missions not only explicitly recognizes the importance of the regional context for the success of these missions, but also helps conserve valuable mission resources.

7. Closely associated with the examination of potential efficiencies to be gained from regional approaches, greater use of "common services" among United Nations peacekeeping operations and the agencies, funds and programmes working in mission areas has also been encouraged. A number of missions have already explored ways to achieve greater efficiencies and effectiveness through shared facilities or services with United Nations partners, and a concerted effort to establish a common services base is under way as the United Nations undertakes its operational return to Iraq. Specifically, the Department of Peacekeeping Operations

is exploring with its operational partners in the field ways to solidify and consolidate a common services approach in the four key areas of facilities, transportation (air and ground), communications and security as a basis upon which to build a shared approach to meeting other common needs.

8. As a result of the foregoing, core assumptions regarding peacekeeping operations have changed within the last decade. Among the most important new assumptions for our purposes are:

(a) The growth in peacekeeping operations experienced during the 1990s has continued. The Department of Peacekeeping Operations must be able to manage the simultaneous start-up of multiple missions and be prepared for the unique planning, resourcing, and operational challenges it represents;

(b) These missions, often falling under the provisions of Chapter VII of the Charter, are a multifaceted response to complex post-conflict situations. Experience has shown that peacekeeping operations are no longer expected only to create space and time for a political agreement to take hold, but also to help develop, or rebuild, the governance and social structures required to prevent a relapse into conflict. As a result, peacekeeping operations will likely have a longer duration, greater complexity and higher degrees of danger than previously envisaged;

(c) This environment demands improved planning, enhanced mechanisms for rapid deployment, increased availability of tactical professional intelligence and integrated training to ensure operational success;

(d) The United Nations must adapt its traditional approach to recruiting and retaining civilian cadres for these missions, putting special emphasis on rapid, transparent recruitment facilitated by attractive contractual arrangements and equitable conditions of service, use of national resources whenever and wherever practicable, targeted training and enhanced career development opportunities to retain individuals with the skills and experience so necessary to successful field operations.

It is in this last area in particular, adapting mission staffing and structure to meet field needs, where the discussion of the human resources management strategy, in particular the use of 300 and 100 series contracts, is best understood.

III. Adapting missions to meet new challenges

9. The diversity and number of peacekeeping operations carried out by the Organization throughout its history has generated a great deal of experience in understanding how the intervention of the international community can help ameliorate violent conflict, while, through this same experience, the limitations of United Nations peacekeeping have also been pointed out. Some of these limitations can be traced to the way in which peacekeeping missions are organized and fielded. In this regard, the number and pace of peacekeeping operations since the end of the Cold War, especially the current surge of simultaneous, new or dramatically expanded missions, for example in Côte d'Ivoire, Haiti and Burundi (and potentially the Sudan, the Democratic Republic of the Congo and Iraq), has led to a degree of comparison across missions, especially with regard to structure and organization. This cross-examination of missions has yielded the conclusion that much can be

done to standardize core mission structure while maintaining the flexibility to adapt to the particular needs posed by each mandate.

10. In this regard, the Department of Peacekeeping Operations has undertaken to develop mission structure and budgetary templates as a starting point for mission organization, taking into account needs at mission headquarters and the regional offices and between the civilian, military and police components of missions. By standardizing the core elements of missions of comparable size, while maintaining flexibility to adapt to individual mission needs, the requirements for staffing, force generating, budgeting and logistical support become easier to predict and manage. In addition, and as discussed in section IV below, this approach also helps to ensure the right balance among the Organization's and missions' need for international staff, other United Nations assets, such as United Nations Volunteers, local national personnel and, in relevant cases, contractual services.

11. This templating process should also help to create greater mission effectiveness through streamlined mission organization and budgeting. The need to streamline the organization of missions to increase operational effectiveness has become acute, especially in integrated missions where the harmonization of political/governance, military/security and humanitarian/development elements is essential to the success of the mandate.

12. It should be noted, however, that the templating and streamlining process will, at times, result in a limited number of new or realigned posts and functions, especially as regionalization, integrated missions and the common services approach become standard practice. The Department of Peacekeeping Operations has recognized that the mandates, complexity and challenges of new missions have highlighted the need for a second Deputy Special Representative of the Secretary-General to provide critical coordination and oversight capacity for post-conflict development and humanitarian activities.

13. In addition, streamlined organizational structures will help to foster greater productivity and accountability and to establish clearer areas of operational responsibility within the management structure of missions. It will reduce the number of direct reporting lines to the Special Representative of the Secretary-General to more realistic levels, allowing the Special Representative to focus on achieving the strategic aims of the mission with the direct assistance from his/her Deputy in managing not only the political, economic, social and security aspects of the mandate, but also the management, operational and security needs of the mission itself.

14. Finally, as noted earlier, the Member States and the legislative bodies have intensified their call for the improvement of the operations of peacekeeping missions active in the field. Specifically, they have called for the incorporation of tactical information and intelligence systems to improve the early warning available to missions, especially those operating under conditions of acute tension and persistent violence. They have also repeatedly urged the adoption of best practices and lessons learned, such as integrated planning, a strategic training programme and standardized predeployment and reconnaissance visits, to ensure that mission needs can be anticipated, prepared for and executed more effectively.

15. In summary, peacekeeping missions have become larger with more complex mandates, involving governance, human rights, rule of law and elections, in addition

to traditional peacekeeping functions integrated with humanitarian and development programmes. The environments are also measurably more dangerous. Supporting these multidimensional operations in their increasingly dangerous circumstances requires that the Secretariat have at its disposal a cadre of experienced, trained and multi-skilled civilian peacekeepers. Developing such a capacity, in particular to meet the current surge in peacekeeping, requires strengthened human resources structures and policies, including equitable contracts and updated conditions of service that facilitate, rather than impede, the interest, recruitment and retention of qualified staff.

IV. Human resources strategy

A. Current and future human resources requirements

16. One of the most important developments in staffing United Nations field-based peace operations is the explosion in international intervention of all kinds in conflicts around the world. Governments have expanded their own bilateral efforts, while non-governmental organizations (NGOs), intergovernmental organizations, religious groups and even for-profit enterprises have mobilized and staffed complex operations to alleviate suffering, deliver humanitarian assistance and assist in post-conflict recovery and development.

17. One effect of this dramatic expansion in international work has been the worldwide shortage of competent, mobile and experienced people with specific highly demanded skills in areas such as governance, rule of law, electoral assistance, aviation operations, fuel and rations management, close protection and security management.

18. The most significant aspect of this development is that the United Nations now actively competes with other organizations, both new and well-established, including, very often, the United Nations agencies, funds and programmes, for personnel with the most valuable expertise and most relevant experience.

19. Current projections in support of the new or expanded operations noted above involve the recruitment of over 2,200 additional international staff and more than 2,500 national staff. The increase in peacekeeping missions and the resulting high mobility of staff in the field has created difficulties in retaining institutional memory as well as vital skills and expertise. There are simply not enough qualified staff available to fill critical vacancies, in particular at senior levels. Adequate numbers of field staff must be trained, over time, to occupy key managerial positions.

20. The Department of Peacekeeping Operations has worked with the legislative bodies and with the Office of Human Resources Management to design its human resources strategy with the objective of developing a cadre of highly-mobile, experienced, trained and multi-skilled civilian peacekeepers in a variety of occupational fields. The strategy builds on the recommendations made in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809), the "Brahimi report", as well as the reform initiative set out in the Secretary-General's report entitled "Strengthening of the United Nations: an agenda for further change" (A/57/387 and Corr.1). The building blocks of this strategy include:

(a) The establishment of mission templates to ensure consistent and rational organizational structures within which jobs would be defined and linked to generic job profiles establishing job levels and the responsibilities, qualifications and competencies needed for the post;

(b) Introduction of the performance appraisal system in peacekeeping missions to ensure that performance measurement is consistent with that of the Secretariat and that organizational goals are met as well as for developing an organizational culture;

(c) Development of a strategic framework for training to assist in further cultivating critical knowledge and skills;

(d) Appropriate contractual arrangements to retain staff in whom a significant investment has been made and for whom the Organization has a global requirement for their services;

(e) Fair and equitable conditions of service to compensate, reward and retain a quality workforce for peacekeeping missions.

B. Organizational design

21. Achieving the objectives of the human resources strategy of the Department of Peacekeeping Operations requires the implementation of an effective organizational design to serve as a framework for all other human resources systems, including organizational structures, job design and human resources planning. The Department is developing mission templates that serve as a planning tool for designing organizational structures that best meet requirements for operational effectiveness and make the best use of human resources. The mission templates also serve to promote greater consistency in organizational structures and staffing levels among missions while still allowing for adjustment to individual mission needs. To the extent possible, the "light footprint approach" followed in planning new missions identifies functions that can be performed by qualified national candidates who can contribute to the process of rebuilding their country. As the United Nations Assistance Mission in Afghanistan (UNAMA) and the newer missions illustrate, there is an increasing reliance on local capacities and the use of National Professional Officers.

22. Progress also continues to be made on the increased use of generic job profiles for all field missions. In special missions, the traditional post-by-post classification process has not proven feasible. As a result, the determination of the entry-level grade and the consequent compensation package have been subject to individual variations, which have resulted, in some cases, in staff being recruited at a level lower than the level of the functions they were called upon to perform. The systematic use of generic job profiles will permit a proper determination of job relationships in the context of mission templates and a definition of the qualifications, experience and competencies required to perform the functions of the posts that have been approved. The systematic linkage of generic job profiles to specific posts in peacekeeping missions will enable the Department, working with the Office of Human Resources Management, to move towards a rank-in-post system whereby candidates who meet the requirements of a post will be graded at that level and appropriately compensated for the functions performed.

23. Defining organizational structures that provide a baseline for staffing levels, together with the development of generic job profiles, which define levels of required experience, skills and competencies, enable the Department to better assess future staffing requirements in terms of both numbers and functions required for staffing missions. They also assist with succession planning by which potential candidates may be assessed and developed to ensure leadership continuity in key positions in field missions.

C. Recruitment and placement mechanisms

24. The introduction of generic job profiles and the transition towards a rank-in-post system has enabled the Department of Peacekeeping Operations to move towards a more competitive and transparent recruitment system for all staff, regardless of whether they are or will be appointed under the 100 or 300 series of the Staff Rules. After years of advertising vacancies on its own web site. The Department now uses Galaxy, which has further increased competitiveness and broadened the pool of candidates. As of July 2004, over 180 vacancy announcements, approximately 30 generic vacancies and 150 post-specific vacancies at 20 missions, have been posted on Galaxy. At the evaluation and selection stages, managers in the field have been given a greater role in selecting candidates and now share responsibility with the Department for screening, conducting competency-based interviews and recommending the best candidates for posts. To expedite recruitment, a number of mechanisms are now being used with increasing frequency, including a roster of pre-screened qualified candidates from which missions may select staff for vacant posts.

D. Training and development

25. As peacekeeping missions become larger and more complex, a greater level of critical thinking and conceptual flexibility is required on the part of the civilian staff to support these operations. The unique and often complex administrative rules and procedures of the United Nations require time to master, making it difficult for new recruits to effectively take on senior administrative positions. At the same time, the skills and knowledge of some long-serving staff have not been updated, in part, because of the lack of a coherent training strategy. These factors have produced a gap in the critical skills and knowledge of civilian staff in peacekeeping missions, which, in turn, adversely affects the operational and support capacities of missions.

26. In an effort to better address the broad skill requirements, the Department of Peacekeeping Operations is conducting a comprehensive survey of field missions and other United Nations field-based operations in order to identify training needs. The results of the survey will provide the basis for a strategic civilian training and development programme. This survey, to be completed in the fall of 2004, will identify those skills needed and highlight those training and development programmes which will be linked with best practices. Training will also be linked to career development. Once training and equivalent experience requirements are identified for various functional groups, these requirements will be incorporated within vacancy announcements for recruitment and advancement.

E. Contractual arrangements

27. Modern peacekeeping operations require contractual arrangements that are flexible and responsive to organizational needs and provide conditions of service that adequately compensate staff as well as attract and retain quality personnel. As missions have requirements for employment of staff for varying durations, a variety of contractual mechanisms are needed to facilitate the employment of staff on short-, medium- and long-term bases. For the past 10 years, the practice has been to recruit all staff for special missions on appointments of limited duration, initially for six months, regardless of whether there was a longer-term requirement for their expertise. Extensions of appointment are usually limited to six months and subject to the mission's mandate. Serving in hardship conditions, far from one's family, on short-term contracts with limited career prospects is hardly conducive to retaining the best qualified staff, who, as noted earlier, increasingly have more appealing opportunities for employment.

28. Contracts offered to field staff should match the range of human resources requirements in the field. For positions of a short-term duration of six months or less, the 300 series appointment should continue to be used, as it was originally intended, for short-term employment. For positions for which there is a requirement of more than six months, the Secretariat should use other existing series of the Staff Rules. Consideration was given to using the 200 series, which was established for project personnel appointed for service with technical assistance projects, mainly in the field, and which provides for conditions of service similar to the 100 series. Such personnel are typically appointed for individual projects, on the basis of their specific expertise. The 200 series only provides for appointments at the professional level. Staff recruited to serve with technical assistance projects in a support capacity are appointed under the 100 series. There is no provision for career progression or development of project personnel beyond the limits of the project for which they have been appointed. By contrast, the 100 series encompasses all categories of personnel, including support staff, and can enhance the flexibility sought to transfer expertise between missions. The fixed-term, 100 series appointment is considered, therefore, as better suited to meet the ongoing critical needs of peacekeeping operations.

F. Conditions of service

29. Compensation and benefits for field staff must be equitable and must meet the specific social and physical needs of staff working and living in hardship, often in dangerous and isolated conditions. Presently, the conditions of service of staff in the field vary greatly depending on the staff member's contractual status or movement status. Staff members with dependants who are appointed under the 300 series with contracts for appointments of limited duration generally receive fewer benefits and allowances than 100 series staff. For example, they are not entitled to such benefits as education grant, family visit travel, home leave, language allowances or within-grade salary increments. Staff members on detail from Headquarters or other duty stations to a special mission maintain their salary, post adjustment, mobility and hardship allowance and other benefits applicable to their parent office and receive mission subsistence allowance (MSA) applicable to the mission. Staff recruited for service limited to a specific mission receive MSA but do not receive post adjustment or mobility and hardship allowance. These differences lead to disparity in the

compensation and benefits of staff working side-by-side and performing the same functions, lowering staff morale and impeding the ability of the Secretariat to retain the best qualified staff for peacekeeping operations.

30. As noted in the report of the Secretary-General on the strengthening of the United Nations (A/57/387 and Corr.1), compensation packages for field staff have not evolved to meet the needs of staff serving in hardship and non-family duty stations. Thousands of staff serve in special missions without compensation for mobility and hardship and remain separated from their families for prolonged periods. United Nations agencies, funds and programmes operating in the field and numerous NGOs and other agencies often offer more attractive conditions of service to their staff, while the Secretariat oftentimes finds itself competing with other field agencies for the best staff.

31. To meet the current and future needs of peacekeeping, the Secretariat must build a dedicated cadre of competent, experienced and skilled field personnel. These skills and experience are gained over time and involve an investment in staff by the Organization. To retain these staff and to realize a return on this investment, conditions of service of field staff must be adjusted to ensure that competent staff are retained on a longer-term basis.

32. To facilitate this process, an inter-agency working group was established in response to action 25 contained in the report of the Secretary-General on strengthening of the United Nations. Action 25 called for a review, by the end of 2003, of the contractual arrangements and benefits offered to Secretariat staff in field locations, with a view to ensuring that they are comparable or equivalent to those of the United Nations agencies, funds and programmes. The working group included representatives from the Office of Human Resources Management, the Department of Peacekeeping Operations, the Department of Political Affairs, the Office for the Coordination of Humanitarian Affairs, the United Nations Human Settlements Programme (UN-Habitat), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP) and the United Nations Office for Project Services and made a number of recommendations, notably in respect of the link between established and family missions and between special and non-family missions, and in respect of the special operations approach used by the United Nations agencies, funds and programmes.

33. While rationalizing the types of contracts that field staff serve under will help to equalize conditions of service between different groups of staff to some extent, the categorization of "special" and "established" missions create additional disparities in conditions of service among field staff. There are currently seven established missions: the United Nations Truce Supervision Organization (UNTSO), the United Nations Disengagement Observer Force (UNDOF), the United Nations Interim Force in Lebanon (UNIFIL), the United Nations Military Observer Group in India and Pakistan (UNMOGIP), the United Nations Peacekeeping Force in Cyprus (UNFICYP), the United Nations Special Coordinator in the Occupied Territories (UNSCO) and the United Nations Logistics Base at Brindisi, Italy (UNLB). Traditionally, established missions are considered as family missions, to which family members may travel and where they may be installed (this however does not apply to UNSCO, due to the prevailing security conditions at that duty station). Staff members in an established mission are typically appointed under the 100

series; they receive salary, post adjustment, assignment grant, mobility and hardship allowance and rental subsidy applicable to the duty station as well as home leave and education grant travel for themselves and their dependants.

34. All other missions are categorized as special missions, which have traditionally been considered as non-family duty stations. Staff appointed to a special mission, whether on a 100 or 300 series appointment, are not entitled to payment of post adjustment, mobility and hardship allowance, assignment grant or rental subsidy. They receive MSA, which is intended to cover the cost of accommodation, food and incidentals at the special mission duty station. There is no compensation for maintaining a separate household for family members in the home country and no compensation for hardship. As family members are not installed at the special mission duty station, staff are not entitled to home leave or education grant travel in respect of their dependants. By contrast, staff members temporarily assigned to a special mission from another duty station, such as New York Headquarters, continue to receive their salary, post adjustment, mobility and hardship allowance and other allowances applicable at their parent duty station, as well as MSA at special mission duty station. These staff continue to receive entitlements for their family members, home leave and education grant travel associated with their parent duty station. These disparities create clearly unequal conditions for staff performing similar functions. These discrepancies exacerbate the stress and tensions that exist in difficult and dangerous field missions.

35. In future, the Department of Peacekeeping Operations would propose to de-link family status from the established mission category and to determine whether family members may be installed at a duty station on the basis of security as well as political, operational and legal considerations. Staff members serving in a family duty station would no longer receive MSA; they would have the same entitlements as staff serving in established missions and would serve under the same conditions as staff from the United Nations agencies, funds and programmes.

36. United Nations agencies, funds and programmes operating in the field apply a special operations approach for staff assigned to duty stations that, for security reasons, are classified as non-family locations. Under the special operations approach, staff assigned to a non-family duty station are installed in an "administrative place of assignment", which is located in a country close to the actual place of work that has adequate facilities for the installation of family members. This "place of assignment" becomes the official duty station of the staff member, for which post adjustment, mobility and hardship allowance and related allowances are paid. In addition to receiving salary, post adjustment and other allowances from the place of assignment, the staff member receives a "special operations living allowance" at the non-family duty station, which is similar to MSA and intended to cover expenses related to food and accommodation. The staff member also has the option of arranging for the travel and installation of his/her family at the administrative place of assignment.

37. While the special operations approach provides equitable and adequate compensation for staff of the United Nations agencies, funds and programmes serving in non-family duty stations, it would not be feasible for the Department of Peacekeeping Operations to adopt this approach in full, primarily since the Department would not have the capacity to provide support and security for the considerable number of family members at an "administrative place of assignment"

and because the high level of staff mobility would make the administration of entitlements under such an approach extremely difficult. Nevertheless, the Department would like to explore other means of ensuring that conditions of service of peacekeeping staff are at least comparable to those staff from the United Nations agencies, funds and programmes serving in the same location. Use of the 100 series for the majority of field staff, except for those recruited for short-term activities of less than six months, would represent a first step towards improving equity in the conditions of service among field staff. In addition, the Department wants to explore the possibility of recognizing that staff appointed to non-family missions have a home base and a family outside the mission and of allowing them to maintain a separate household for their family members at the place of home leave or place of recruitment if the family resides at that location. This would be the "administrative duty station" that would give rise to payment of post adjustment at the rate applicable in that location. Staff members would be on assignment from that location to the special mission and would receive MSA. They would also receive assignment grant, mobility and hardship and related allowances based on the hardship classification of the non-family duty station. Such an approach would more closely align the conditions of service among different groups of staff serving in a given location, either with a peacekeeping mission or serving with a United Nations agency, fund or programme.

G. Field Service category

38. It is important to note also that by its resolution 58/257, the General Assembly approved six of the seven recommendations contained in the report of the Joint Inspection Unit calling for the reform of the Field Service category of personnel (A/57/78). A comprehensive proposal on the future composition of the Field Service category will be issued following further consideration and consultation with the relevant parties, including the Field Service Staff Union.

V. Use of 300 series contracts[1]

Historical background

A. Creation of the 300 series

39. As noted earlier, the early 1990s saw a dramatic overall increase in peacekeeping activity. During that decade, over 24 new peacekeeping operations were established. The demand for peacekeeping activity was perceived at that time as a temporary situation, which, after reaching its peak, would return to its pre-1990s level. The human resources strategy in the 1990s thus emphasized the recruitment of large numbers of staff for limited periods of time to meet what was thought to be a temporary surge in peacekeeping activity. Recruitment and administration of large numbers of surge staff in a timely manner posed an immense challenge to the Organization, given limited human resources and the lack of IT systems to assist in the administration of complex administrative procedures. In the absence of more suitable contractual arrangements for quickly securing the services of individuals for limited periods of time and without career prospects, many individuals were engaged for long periods under consultancy or special service

agreement contracts. Such types of contracts were not intended for long periods of employment and did not provide the individuals with the same level of protection afforded to staff members of the United Nations under the Convention on the Privileges and Immunities of the United Nations. A new tool was therefore needed that would provide a more flexible way to recruit, and a more streamlined way to administer, non-career staff for peacekeeping operations.

40. In 1993, the Secretariat revised the 300 series of the Staff Rules to provide for two types of non-career appointments: short-term appointments for up to six months for conference and other short-term services, and appointments of limited duration, which were intended for assignments not expected to exceed three years, with a possible extension, exceptionally, for a fourth and final year. It was envisaged that the new appointments of limited duration would be used for time-limited activities, including peacekeeping, peacemaking and humanitarian missions, technical cooperation in the field and other emergency situations. The compensation package for appointments of limited duration was designed to be simple to administer and to provide more flexibility in recruitment with minimal administrative overhead costs. This was achieved through a streamlined remuneration system based on lump-sum arrangements. The compensation package for the appointments of limited duration was specifically geared towards non-career employment. It offered no mechanisms to reward staff for good service to the Organization, such as promotions or salary increments. It did not provide for long-term social security benefits such as after-service health insurance coverage and, since it was limited to four years of service, did not enable a staff member to become vested in the United Nations Joint Staff Pension Fund.

B. Consideration of the 300 series

41. Staff regulation 12.3 requires that the Secretary-General report annually to the General Assembly on provisional amendments made to the Staff Rules. Should the General Assembly find that the provisional staff rule or amendment is inconsistent with the intent and purpose of the Staff Regulations, the Assembly may direct that the rule or amendment be modified or withdrawn. Pursuant to staff regulation 12.3, the Secretary-General's report to the General Assembly of 30 November 1993[2] informed the Fifth Committee of the amendments made to the 300 series of staff rules, which came into effect on 1 January 1994. The report advised the General Assembly of the introduction of an appointment of limited duration intended to enable the Organization to "respond more efficiently to the greatly increased need for short-term assistance in a variety of situations,"[3] and provided the full text of revision 5 of the 300 series of the Staff Rules.

42. In June 1994, the General Assembly decided to postpone consideration of the amended 300 series Staff Rules to the forty-ninth session and requested the views of the International Civil Service Commission (ICSC) on the development by the United Nations of an appointment of limited duration. In reviewing the matter of appointments of limited duration, ICSC recognized the need for a tool to assist the Organization in meeting the unique operational requirements prevailing at that time and supported the concept of streamlining procedures to attract and administer staff. ICSC also emphasized the importance of ensuring that the concept of appointments of limited duration was strictly adhered to and the situation monitored. Having considered the issue, ICSC "decided to advise the Secretary-General that the United

Nations Secretariat might proceed on a provisional basis with the new arrangements, on the understanding that the ICSC secretariat would be holding consultations in the coming months between the parties concerned on a range of outstanding issues identified".[4]

43. The General Assembly, in its resolution 49/223, noted the preliminary conclusions of ICSC contained in its report and requested the Commission to report its findings on the arrangements for contracts of limited duration to the Assembly upon completion of its study.

44. In 1997, ICSC undertook an in-depth review of the pilot projects applied by the United Nations Secretariat and UNDP on the limited duration appointment. In its discussions, ICSC expressed some concern that appointments of limited duration might replace current contractual arrangements over time and thus impinge on the "core" workforce, that is, staff on permanent/career/non-time limited contracts and staff on fixed-term contracts for one year or more. In its report for 1997, the Commission stressed that appointments of limited duration should "under no circumstances be extended beyond a total duration of four years. Otherwise the whole purpose of the introduction of the arrangement would be put into question".[5] ICSC decided that, "until it was in a position definitively to review the functioning of the United Nations and UNDP/United Nations Office of Project Services appointments of limited duration pilot schemes, they should remain in pilot status".[6] The decisions of ICSC also "underscored the importance of appointments of limited duration being used for their intended purpose; in that connection, the overall time limit of four years for appointments of limited duration should be strictly observed".[7] General Assembly resolution 52/216 endorsed the decisions of ICSC as contained in paragraph 249 of its report for 1997.

C. Implementation of 300 series

45. Appointments of limited duration were introduced progressively in special peacekeeping missions. In September 1994, the appointment of limited duration was initially used for the recruitment of locally-recruited General Service staff at the United Nations Protection Force (UNPROFOR) and the United Nations Operation in Mozambique (ONUMOZ), and later extended to locally-recruited staff in all special missions. Appointments of limited duration were subsequently used for the recruitment of new international staff members in the Professional and Field Service categories for operations in Haiti and Guatemala before being extended to new recruits at all special missions.

46. When the appointment of limited duration was introduced, the Secretariat had little experience with special missions. It was not known at the time whether the lifespan of a mission would extend beyond the four years' duration of the appointment. It was perceived at the time that special missions would be short-term, and for this reason, the appointment of limited duration became the principal mechanism for the recruitment of all staff in special missions. In other words, the appointment of limited duration was used for all functions, regardless of whether the nature of the functions were long or short term. Appointments of limited duration were not used in established missions such as UNTSO, UNMOGIP, UNFICYP, UNDOF, UNIFIL, UNSCO and UNLB, as these were seen as long-term, established operations.

D. Evolution of the 300 series

47. As indicated above, the compensation package of the appointment of limited duration was designed to be simple to administer. Compensation under such an appointment would consist of payment of base salary at step 1 of the single rate of the salary scale applicable to the Professional, Field Service or General Service category, plus a non-pensionable service allowance, payable as a monthly lump-sum. A travel allowance in lieu of home leave would be paid as a lump-sum. The service allowance would replace all other entitlements normally payable under a 100 series contract, including dependency allowance, education grant, within-grade salary increment, language allowance, special post allowance and repatriation grant. The initial compensation package of the appointment of limited duration provided for less social security than generally available to staff appointed under the 100 or 200 series of the Staff Rules. Under the initial appointment of limited duration, there was no entitlement to medical insurance coverage for family members and a lower entitlement to sick leave, annual leave and maternity leave than that available under the 100 series of staff rules. With the increased use of the 300 series, the Department of Peacekeeping Operations has learned from anecdotal evidence of wide dissatisfaction among the staff of the conditions of service under appointments of limited duration.

48. Recognizing the responsibilities of good employers to provide adequate social security coverage and ensure a reasonable correlation between the conditions of service of other groups of staff, the Secretariat gradually introduced changes to the compensation package for appointments of limited duration. Over time, as more changes were made to the 300 series, the more administratively complex it became. For example, the Organization made only initial travel arrangements to the mission for newly recruited staff on appointments of limited duration who received a lump-sum amount to cover travel on repatriation or annual leave and were responsible for making their own travel arrangements. After some experience with this arrangement, it proved impractical in view of the problems involved in arranging travel and visas to destinations in conflict areas. Oftentimes the lump-sum was not sufficient to cover the cost of the air tickets. As a result, this practice ceased and the Secretariat became responsible for arranging travel for staff on appointments of limited duration under the existing rules and procedures of the 100 series of Staff Rules relating to official travel. Annual leave and maternity leave entitlements under the appointment were enhanced and are now equivalent to those under the 100 series appointment. In July 2000, the conditions of service for staff on appointments of limited duration were modified to include a family element in the service allowance, providing medical insurance coverage for eligible family members and allowing for participation in the United Nations group life insurance scheme. While these improvements enhanced the compensation package for appointments of limited duration to a certain extent, it had the negative effect of diminishing the administrative simplicity of the 300 series. The same administrative actions associated with the 100 series appointment are now required for the 300 series, in terms of verifying, establishing and monitoring family status and processing actions in the Integrated Management Information System (IMIS).

49. When the appointment of limited duration was introduced, vacancies in special missions were not routinely advertised. At the insistence of Member States for transparency and competitiveness in recruitment of all staff for field missions, the

same recruitment procedures are now applied to both limited duration and fixed-term appointments. The requirements and procedures for advertising vacancies and selecting candidates apply equally to mission staff whether they are appointed under the 100 or the 300 series of the Staff Rules. The qualifications and experience criteria for specific jobs are virtually identical for recruitment under the two series of contracts. As a result, the 300 series is neither a faster nor a more streamlined mechanism for the recruitment of field staff.

E. Principles of application

50. The 300 series of the Staff Rules is specifically intended to meet the special needs of the United Nations for services of a limited duration. The 300 series of Staff Rules allows the use of appointments of limited duration for activities of a limited duration in peacekeeping and other field operations. Such appointments are intended for assignments not expected to exceed three years, with a possibility of extension, exceptionally, for a fourth and final year. As outlined above, over time the appointment was used for the initial recruitment of all staff for service in a special mission, regardless of whether the assignment was expected to exceed three years. It became, in essence, a probationary, trial period.

51. Upon completing three years on an appointment of limited duration, it was the normal practice of the Secretariat to consider staff for reappointment under a 100 series fixed-term appointment limited to service with a specific mission. The decision to reappoint a staff member on an appointment of limited duration under a 100 series appointment would be based on the staff member's satisfactory performance and the expectation of a continued need for the staff member's skills. If it was determined that either one of those conditions would not be met, a decision would be taken to separate the staff member at the conclusion of, or before, the four-year period.

F. Current contractual status of mission staff

52. As at 30 June 2004, the Department of Peacekeeping Operations employed 3,921 international staff from 157 countries in peacekeeping operations. Of these 3,921 international staff, 1,535 are engaged under appointments of limited duration; 1,500 are employed on 100 series fixed-term appointments limited to service with a specific mission; 336 are Field Service Officers; and the remaining 550 are on assignment from Headquarters and other offices. The Department employs a further 7,685 locally-recruited staff, 4,547 of whom hold appointments of limited duration. These staff perform a variety of essential functions, including language, civil affairs, political affairs, logistics and administration, for which the Department has a continuing requirement.

53. Over the past five years (June 1999-June 2004), 1,085 international staff have been reappointed from 300 to 100 series appointments. Of these, 885 remain in service with the Organization, while 200 have subsequently separated from service for various reasons.

54. In accordance with General Assembly resolution 58/296, by which the Assembly decided to suspend the application of the four-year maximum limit for appointments of limited duration under the 300 series in peacekeeping operations

until 31 December 2004, the Secretariat has ceased the practice of reviewing 300 series for reappointment under 100 series fixed-term appointments after reaching their fourth year under an appointment of limited duration. It is anticipated that 206 international staff will have reached their fourth year on such an appointment by 31 December 2004.

55. Peremptorily separating staff on appointments of limited duration after reaching their maximum four years under such appointments without due consideration for the needs of the Organization for skilled, experienced field staff does not, in the view of the Department of Peacekeeping Operations, represent sound managerial practice. The Organization cannot afford to lose the critical institutional memory, skills and experience gained by staff working in a field environment. This field experience is relevant across the range of functions being performed and cannot simply be acquired instantly through training or replaced by employing new staff. Having to separate staff after four years on appointments of limited duration would only add to the high vacancy rate and the pressures placed upon the Organization to deliver high quality, effective mission operations in the field. Separating these staff after their fourth year will have serious consequences for the operation of individual missions. In 2003, 417 staff members reached their fourth year on appointments of limited duration. If the Department were obliged to separate these staff, much institutional knowledge, talent and skill would be lost, and another 417 vacancies would be added to the already high vacancy rates now exacerbated by the simultaneous surge in new and expanding missions.

G. Proposed contractual arrangements for field staff

56. As highlighted in the Brahimi report, qualified and dedicated field staff have served under difficult and hazardous field conditions, yet the Organization has not found "a contractual mechanism to appropriately recognize and reward their service by offering them some job security".[8] The report also stated that "while it is true that mission recruits are explicitly told not to harbour false expectations about future employment because external recruits are brought in to fill a 'temporary' demand, such conditions of service do not attract and retain the best performers for long".[8] While formal records concerning staff turnover are not maintained, informal feedback suggests that the use of the 300 series is a contributing factor to the high turnover rate in field missions, as the conditions of service offered are less attractive than those found in the private sector or with United Nations agencies, funds and programmes.

57. In the Secretary-General's report on human resources management reform (A/55/253 and Corr.1), it was proposed that, in order to better serve the operational needs of the Organization, only three types of appointments would be granted to staff in all departments and duty stations, including field missions. These contracts include (a) short-term: up to six months for short-term requirements; (b) fixed-term: for six months or more with extensions up to a maximum total of five years (including any period served under an appointment of limited duration); and (c) continuing: open-ended, for as long as it meets the Organization's requirements for experience, skills and competency and performance is satisfactory. As requested in resolution 57/305, the Secretary-General will submit, for consideration by the General Assembly, definitive and concrete proposals on new contractual

arrangements. These proposed contractual arrangements will better meet the longer-term operational requirements of field missions.

58. In addition, the proposed contractual arrangements will help to ensure that all staff members, both at Headquarters and in the field, are treated in the same manner, and that field staff are not penalized for mission service. Dedicated staff in field missions, who often risk their lives serving in hazardous and difficult conditions, should not have to worry about job security or have conditions of service that are inferior to those of staff members serving at Headquarters or other duty stations. Harmonizing the contractual status of field staff would ensure equitable conditions of service for all field staff and remove a source of low morale and a perception of field staff as "second class" employees.

59. In line with the Secretary-General's reform initiatives and as part of the human resources strategy of the Department of Peacekeeping Operations for meeting current and future operational requirements, the Department plans to return to the proper application of the 300 series appointment; that is, to be used strictly for activities that are clearly time-limited, such as electoral support, temporary assistance, technical assessments or other short-term projects. The fixed-term appointment will be used for appointments of six months or longer for functions for which there is a continuing operational requirement, either globally or within a specific mission.

H. Impact of using fixed-term appointments

60. With the exception of Field Service Officers, the services of all mission staff appointed under a 100 series contract are limited to service with a specific mission. The fixed-term appointment carries no guarantee of continued employment and does not commit the Organization to any expectation of long-term, career employment. Staff appointed under a 100 series fixed-term contract may be separated on various grounds, such as abolishment of post or poor performance, in the same manner as 300 series staff. Fixed-term appointments of field staff are currently extended through the mandate of their respective missions. As such, staff may be separated on expiry of appointment in the event of the closure or downsizing of a mission.

61. Some concern has been expressed that greater use of 100 series contracts for field staff opens a "back door" to Secretariat or other Headquarters assignments. However, in terms of career mobility, field staff holding a 100 series fixed-term appointment do not have an advantage over staff holding a 300 series appointment of limited duration when applying for posts at Headquarters. Both 100 and 300 series staff holding appointments limited to service with a particular mission are technically not considered internal candidates under the staff selection system,[9] although staff appointed at the Professional level may apply under that system at the 30-day mark for posts at the P-4 and the P-5 levels in line with General Assembly resolution 52/219. In that resolution, the Assembly decided "that persons eligible to be considered for internal vacancies within the Secretariat after twelve months of service ... shall be staff appointed in the Professional category or above under the 100 or 300 series of the Staff Rules to serve against peacekeeping support account posts at Headquarters or in peacekeeping or other field missions, and decides further that such eligibility shall be limited to vacant posts at the P-4 level and above". Concern was also expressed that reappointment under the 100 series of mission staff

previously serving under the 300 series would regularize staff who did not go through the established procedures. As already mentioned, mission staff are recruited under the same procedures, regardless of whether they are to be appointed under the 100 or the 300 series; their appointment is and remains limited to the mission for which they have been appointed. Such staff are subject to the staff selection system applicable to all candidates, including mission staff, when they apply to Secretariat positions and it is at that point that they can compete on a par with internal candidates for positions at the P-4 and P-5 levels after one year of mission service, as a result of resolution 52/219 cited above.

I. Other considerations

62. Appointments of field staff under both the 300 and 100 series are made in line with Article 101 of the Charter of the United Nations. The paramount consideration for recruitment of field staff, whether under 100 or 300 series, is the necessity of securing the highest standards of efficiency, competence and integrity. While field posts are not subject to the system of desirable ranges, due consideration is paid to gender and the importance of recruiting staff on as wide a geographic basis as possible.

63. While streamlining the burden of administrative processing was fundamental to the original concept of the appointment of limited duration, it is no longer a main consideration. With improvements in IT systems and the implementation of IMIS in most field missions, a number of administrative processes have been automated and decentralized to the field level. Consequently, the administrative processing of entitlements associated with the 100 series appointment is now more manageable.

VI. Financial implications

64. As at 30 June 2004, a total of 1,535 international staff members, representing 39.2 per cent of all international staff serving in peacekeeping missions, were engaged under appointments of limited duration (300 series). Of these 1,535 international staff members, 770 were at the Professional grade and above and 765 were at the Field, General and Security Service grades. The projected financial implication of reappointing these 1,535 staff members under the 100 series would amount to $16.5 million per annum.

65. In addition, as at 30 June 2004, a total of 4,547 national staff members, representing 59.2 per cent of all national staff serving in peacekeeping missions, were employed under appointments of limited duration (300 series). As the compensation package for national staff under the 300 and 100 series are similar, the financial implications of reappointing these national staff members under the 100 series would be insignificant.

VII. Conclusion

66. In order to respond effectively to the growing and changing demands for more complex peacekeeping activities, the Secretariat must ensure that it has the resources and capacity to rapidly deploy sufficient numbers of experienced and

multi-skilled civilian staff to support field missions. The development of such staff involves investing in people and often retaining their services for periods of more than four years. Appropriate contractual arrangements are therefore critical for enabling the Secretariat to attract, recruit and retain staff in field operations. It is also critical that the fundamental principles of equity and fairness in conditions of service of staff serving side-by-side in difficult and often dangerous field missions be upheld. **For these reasons, the Secretary-General seeks the endorsement of the General Assembly to use the 100 series of the Staff Rules for the appointment of staff in field missions for periods of six months or longer, for functions for which there is a continuing requirement. The use of the appointment of limited duration would be limited to its originally intended purpose, that is, for time-limited activities such as technical assessments, short-term assistance or special projects.**

Notes

[1] The annex to the present report provides a streamlined presentation of issues and answers on 300 and 100 series contracts along with associated tables for ease of reference.

[2] A/C.5/48/37 and Add.1.

[3] Ibid., para. 3.

[4] *Official Records of the General Assembly, Forty-ninth Session, Supplement No. 30* (A/49/30), para. 366.

[5] Ibid., *Fifty-second Session, Supplement No. 30* (A/52/30), para. 238.

[6] Ibid., para. 249 (c).

[7] Ibid., para. 249 (d).

[8] A/55/305-S/2000/809, para. 133.

[9] ST/AI/2002/4.

Annex

Issues and answers on 300 and 100 series contracts[a]

I. Statistical breakdown of staff

1. Breakdown of current civilian staffing table by mission

Table 1 provides a statistical breakdown of all civilian staff on 300 (appointment of limited duration) and 100 series appointments by mission:

- As at 30 June 2004, a total of 11,606 civilian staff were serving at field missions. Of this number, 3,921 were international staff and 7,685 were local staff
- This total figure includes 1,535 international and 4,547 local staff on appointments of limited duration and 2,386 international and 3,138 local staff members on 100 series contracts

  Table 2 provides additional detail regarding 100 series appointees.

- Staff under 100 series contracts, including individuals on assignment to establish missions (United Nations Truce Supervision Organization (UNTSO), United Nations Military Observer Group in India and Pakistan (UNMOGIP), United Nations Peacekeeping Force in Cyprus (UNFICYP), United Nations Interim Force in Lebanon (UNIFIL), Personal Representative of the Secretary-General for South Lebanon, United Nations Special Coordinator in the Occupied Territories (UNSCO), United Nations Disengagement Observer Force (UNDOF) and United Nations Logistics Base at Brindisi, Italy (UNLB)), Field Service Officers, staff on assignment from Headquarters and other offices and staff who were previously reappointed from 300 to 100 series contracts after reaching the maximum period allowable under appointments of limited duration.

2. Number of staff now on 300 series appointments and the number projected for reappointment

There are currently 1,535 international staff on appointments of limited duration.

- Of this number, 206 international staff members have already reached or will reach their fourth year under an appointment of limited duration in 2004 (table 3). Of this number, 43 staff members have served beyond the four year maximum as of 30 June 2004, in response to the concerns expressed by the Advisory Committee on Administrative and Budgetary Questions and pending consideration by the General Assembly
- In addition, 163 staff will reach their fourth year under appointment of limited duration between July and December 2004

[a] Based on questions and requests raised by the Fifth Committee informal briefing on appointments of limited duration of May 2004.

- Another 1,329 staff will reach their fourth year after 2004. Annex 4 provides projections regarding when these remaining staff will reach their fourth year on appointments of limited duration.

In addition, there are currently 4,547 local staff on appointments of limited duration.

- The same rules and time limitations for the use of the 300 series applies to locally-recruited staff
- In 2004, 969 local staff will reach their four year maximum
- Table 4 also provides a projected timeline for local staff reaching their fourth year under appointments of limited duration.

3. Over the last five years, how many reappointments have been made from 300 to 100 series and how many of these staff have retired, resigned or otherwise separated, and how many are still on board?

Over the past five years, 1,085 staff formerly on appointments of limited duration were reappointed under 100 series contracts after reaching the maximum period under such an appointment. Of the staff reappointed, 200 have separated from service and 885 remain in service. This represents a turnover rate of 18.5 per cent. (see table 5).

4. How is the principle of geographic distribution taken into account? What action is taken in the case of someone applying from an overrepresented country?

Although field posts are not subject to the system of desirable ranges per se, the Department of Peacekeeping Operations adheres to the principle in the Charter of the United Nations in order to secure staff with the highest standards of efficiency, competence and integrity, while paying due regard to the importance of recruiting staff on as wide a geographical basis as possible.

II. Comparison between 300 and 100 series

1. What are the differences in the compensation packages for the 300 and 100 series?

Table 7 contains a summary chart comparing the major features of 300 and 100 series contracts. Please note that:

- The base salary of the 300 series appointment is linked to step 1 of the respective grade under the 100 series salary scale
- In addition, a service allowance expressed as a percentage of the net base salary is paid at either level A (7% of net base salary), B (14%), C (25%) or D (28%). The level of service allowance is determined upon recruitment based on academic qualifications and years of relevant experience. The level of

service allowance is fixed at the time of recruitment and does not increase progressively with years of service with the Organization

- A family element equivalent to 12 per cent of the net base salary plus service allowance may also be paid where a staff member on an appointment of limited duration has at least one eligible dependant (this is a fixed amount regardless of the number of dependants)
- There are no salary increments under the 300 series salary scale. Nor does the 300 series provide for other benefits such as education grant, post adjustment or long-term social security benefits such as after-service health insurance coverage
- For local staff, the compensation package for 300 and 100 series are similar except for salary increments and a dependency benefit payable under the 100 series.

2. What are the current conditions for recruitment of 300 series staff?

By way of background, it is important to recall that there are two types of peacekeeping missions: established and special missions.

- Established missions are characterized as long-term operations and are normally family duty stations. There are currently only seven established missions, UNTSO, UNMOGIP, UNIFIL, UNDOF, UNFICYP, UNSCO and UNLB
- All other peacekeeping missions are designated as special missions for security, political, and operational reasons and are non-family duty stations
- As the appointment of limited duration was originally intended to be used for time-limited activities, and as the nature of established missions is longer-term, the appointment of limited duration has not been used in established missions
- For all special missions, however, the appointment of limited duration has been used as the principal mechanism for recruitment of all local and international staff.

3. What is the difference in the recruitment procedures between the 300 and 100 series?

Recruitment policies and procedures for field staff under the 300 and 100 series appointments are identical principally because the 300 series appointment has evolved as a generic recruitment mechanism, rather than as a specialized means to acquire service for activities of a purely limited nature. Therefore, the same procedures for advertising vacancies and selecting candidates apply equally to 100 and 300 series appointments. In addition, the qualifications and experience required for a specific job are the same for recruitment under both the 100 and 300 series contracts. This approach allows the Organization to maintain competitiveness and transparency in our recruitment processes.

III. Experience with the 300 series

1. Were all staff who reached their fourth year under an appointment of limited duration reappointed, or only those with distinguished service?

Only those staff with a satisfactory record of performance and for whom a continuing requirement exists for their services are recommended for reappointment from 300 to 100 series contracts.

2. How is the principle of geographic distribution taken into account? What action is taken in the case of someone applying from an overrepresented country?

Again, although field posts are not subject to the system of desirable ranges per se, the Department of Peacekeeping Operations adheres to the principle in the Charter in order to secure staff with the highest standards of efficiency, competence and integrity, while paying due regard to the importance of recruiting staff on as wide a geographical basis as possible.

3. Is the high vacancy rate related to the use of 300 series?

We keep no formal records regarding reasons for departure from service. However, informal feedback obtained suggests that the use of the 300 series is a contributing factor to the high vacancy rate, since the conditions of service are not as attractive as the 100 series; quality staff have often found better contractual arrangements and conditions of service in the private sector or with other United Nations offices and agencies.

4. Will there be temporary needs in the new, emerging missions? Which functions would the 300 series be used for and which would the 100 series be used for?

There may be some temporary needs in new missions, such as short-term assessments for elections or administration of quick impact projects, for example. We proposed to appoint staff on 100 series appointments in the new and emerging missions for functions for which there is a continued organizational requirement on a longer-term basis. For functions expected to be needed for less than six months, the 300 series appointment would be used.

5. Why use the 100 series when 300 series appears to have its benefits in that it is more "modern" (for example, broadbanded salaries, monetized benefits, etc.)? Is recruitment affected in any way, especially regarding competitiveness?

The 300 series appointment was initially configured for temporary service. As such, it provided no compensation or social security benefits for dependants or mechanisms to recognize good service to the Organization.

- Over the years, much criticism has been levelled at the compensation package by staff on appointments of limited duration who have worked side-by-side in difficult field conditions with other staff whose conditions of service were perceived as different and superior
- In response to this growing criticism of "second-class" status, and recognizing the evolving responsibilities of employers to take a share in providing adequate social security, enhancements were made to the 300 series compensation package that provided for a family element of the service allowance, eligibility for group life insurance coverage, death benefits and health insurance coverage for families
- In making these enhancements, however, the advantage of a simplified administrative process has been lost. The same administrative processes associated with the 100 series appointment are now required for the 300 series.

IV. The way forward

Reappointment

1. What types of jobs would be reappointed?

All functions for which there is both a continuing operational requirement for at least six months and a continuing organizational need for the expertise may be considered for reappointment to 100 series.

- Functions that would not be considered for reappointment are those which are truly of a temporary nature, such as electoral functions, or any functions in downsizing missions for which there is no continuing need
- Specialist functions for which the Organization has no continuing requirement, such as forensic anthropologists or border demarcation experts, would generally not be considered for reappointment.

2. What is the nature of the reappointments? Is it a "wholesale conversion"?

We propose to use 100 series appointments for functions where there is a continuing operational requirement for at least six months.

- With respect to staff already on board, we propose that staff who have reached the maximum four-year limit under appointments of limited duration be

considered for reappointment under 100 series contract provided (a) there is a continuing operational need for their service; and (b) the staff member has a satisfactory record of performance. In our view, this approach does not represent a "wholesale conversion", but a review of eligibility subject to organizational need and individual performance.

3. Is there any General Assembly resolution or mandate permitting the conversion of staff from 300 to 100 series?

General Assembly resolution 52/216 endorsed the decisions of the International Civil Service Commission (ICSC) contained in the Commission's report for 1997, which "underscored the importance of appointments of limited duration arrangements being used for their intended purpose; in that connection, the overall time limit of four years for appointments of limited duration employment should be strictly observed" (A/52/30, para. 249).

- Both the 100 and 300 series of staff rules are, therefore, applicable to peacekeeping missions
- The Secretariat has understood that the appointment of limited duration is a management mechanism at the disposal of the Secretary-General available for use in peacekeeping operations; however, it is not mandated that the 300 series must be used for all appointments in peacekeeping operations. What is mandated is that the appointment cannot extend beyond four years.

4. Is the model adopted for peacekeeping still valid?

The appointment of limited duration scheme was conceived in the early 1990s when the Organization faced what was seen as an unprecedented, but temporary, increase in peacekeeping activity. This increase was perceived at the time as temporary because many of the electoral missions such as those in Mozambique, Namibia and Cambodia, were expected to last for only a few years.

- In the last 10 years, however, the Organization has seen the level of peacekeeping activity remain high
- In addition, the mandates of peacekeeping missions have grown more complex, requiring specialized expertise and disciplines as well as more extensive field experience
- As the nature and complexity of peacekeeping activity has evolved, the workforce requirement has shifted from a temporary capacity needed in the 1990s to a steady and, now, growing demand for a highly-skilled, experienced and rapidly deployable cadre of civilian peacekeepers
- Developing such a cadre civilian peacekeepers requires an investment in training and development and appropriate contractual arrangements and conditions of service to attract and retain quality staff.

5. How does low morale in the field manifest itself? Can it be reflected through low interest in applying for jobs or high turnover of staff?

Again, based on informal but substantial information from individual staff members as well as by the Field Service Staff Union, low morale can in some cases be traced to a sense of "second class status" through use of 300 series. It is also our belief that this particular staff dissatisfaction does contribute to the turnover of staff.

6. In the context of the Secretary-General's proposal to introduce a continuing contract, how does the conversion impact on the continuing contract?

The contractual status of field staff would be fully in line with the Secretary-General's proposal to simplify contractual arrangements which would include a short-term appointment (up to 6 months), a fixed-term appointment (up to 5 years) and thereafter a continuing appointment. Any appointment of field staff, however, would continue to be subject to mission mandates.

Abbreviations used in tables 1 through 4

BONUCA	United Nations Peace-building Support Office in the Central African Republic
MCCN	Mixed Commission concerning Cameroon and Nigeria
MINUGUA	United Nations Verification Mission in Guatemala
MINURSO	United Nations Mission for the Referendum in Western Sahara
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUC	United Nations Mission in the Democratic Republic of the Congo
ONUB	United Nations Operation in Burundi
ONUCI	United Nations Mission in Côte d'Ivoire
PRSG	Personal Representative of the Secretary-General for South Lebanon
UNAMA	United Nations Mission in Afghanistan
UNAMI	United Nations Mission in Iraq
UNAMIS	United Nations Advance Mission in Sudan
UNAMSIL	United Nations Mission in Sierra Leone
UNDOF	United Nations Disengagement Observer Force
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNIFIL	United Nations Interim Force in Lebanon
UNLB	United Nations Logistics Base at Brindisi, Italy
UNMEE	United Nations Mission in Ethiopia and Eritrea
UNMIK	United Nations Administration Mission in Kosovo
UNMIL	United Nations Mission in Liberia
UNMISET	United Nations Mission of Support in East Timor
UNMOGIP	United Nations Military Observer Group in India and Pakistan
UNOMB	United Nations Observer Mission in Bougainville
UNOMIG	United Nations Observer Mission in Georgia
UNOWA	United Nations Office for West Africa
UNSCO	Office of the United Nations Special Coordinator in the Occupied Territories
UNTOP	United Nations Tajikistan Office of Peace-building
UNTSO	United Nations Truce Supervision Organization

Table 1
Civilian staff in peacekeeping missions by appointment series as of 30 June 2004

Mission	International staff			Local staff			Total
	100	300	Total	100	300	Total	
Total	**2 386**	**1 535**	**3 921**	**3 138**	**4 547**	**7 685**	**11 606**
BONUCA	9	12	**21**	19	14	**33**	**54**
MCCN	6	-	**6**	-	-	-	**6**
MINUGUA	20	11	**31**	49	14	**63**	**94**
MINURSO	107	21	**128**	88	19	**107**	**235**
MINUSTAH	67	41	**108**	-	-	-	**108**
MONUC	390	305	**695**	88	861	**949**	**1 644**
ONUB	53	32	**85**	6	28	**34**	**119**
ONUCI	101	45	**146**	-	107	**107**	**253**
Personal PRSG for South Lebanon	4	-	**4**	2	-	**2**	**6**
UNAMA	74	110	**184**	2	696	**698**	**882**
UNAMI	58	7	**65**	168	5	**173**	**238**
UNAMIS	13	2	**15**	-	6	**6**	**21**
UNAMSIL	206	93	**299**	158	369	**527**	**826**
UNDOF	35	-	**35**	89	-	**89**	**124**
UNFICYP	42	-	**42**	107	-	**107**	**149**
UNIFIL	106	-	**106**	295	-	**295**	**401**
UNLB	28	-	**28**	94	-	**94**	**122**
UNMEE	140	90	**230**	-	251	**251**	**481**
UNMIK	329	477	**806**	1 230	1 505	**2 735**	**3 541**
UNMIL	278	113	**391**	436	-	**436**	**827**
UNMISET	109	138	**247**	1	615	**616**	**863**
UNMOGIP	22	-	**22**	43	-	**43**	**65**
UNOMB	-	2	**2**	-	-	-	**2**
UNOMIG	66	32	**98**	121	51	**172**	**270**
UNOWA	7	-	**7**	-	-	-	**7**
UNSCO	20	-	**20**	20	-	**20**	**40**
UNTOP	5	4	**9**	11	6	**17**	**26**
UNTSO	91	-	**91**	111	-	**111**	**202**

Table 2
Breakdown of international staff by mission and assignment type as of 30 June 2004

	100 Series				*300 Series*		
Mission	*Assignment*	*Field Service officers*	*Appointment*[a]	*Total*	*Appointment*[a]	*Total*	*Total*
Total	**550**	**336**	**1 500**	**2 386**	**1 535**	**1 535**	**3 921**
BONUCA	1	-	8	**9**	12	**12**	**21**
MCCN	6	-	-	**6**	-		**6**
MINUGUA	2	1	17	**20**	11	**11**	**31**
MINURSO	25	7	75	**107**	21	**21**	**128**
MINUSTAH	28	10	29	**67**	41	**41**	**108**
MONUC	109	25	256	**390**	305	**305**	**695**
ONUB	17	6	30	**53**	32	**32**	**85**
ONUCI	24	7	70	**101**	45	**45**	**146**
PRSG	1	-	3	**4**	-	-	**4**
UNAMA	19	9	46	**74**	110	**110**	**184**
UNAMI	13	8	37	**58**	7	**7**	**65**
UNAMIS	3	2	8	**13**	2	**2**	**15**
UNAMSIL	54	16	136	**206**	93	**93**	**299**
UNDOF	2	17	16	**35**	-	-	**35**
UNFICYP	1	16	25	**42**	-	-	**42**
UNIFIL	13	48	45	**106**	-	-	**106**
UNLB	1	5	22	**28**	-	-	**28**
UNMEE	32	18	90	**140**	90	**90**	**230**
UNMIK	57	23	249	**329**	477	**477**	**806**
UNMIL	79	27	172	**278**	113	**113**	**391**
UNMISET	32	8	69	**109**	138	**138**	**247**
UNMOGIP	1	10	11	**22**	-	-	**22**
UNOMB	-	-	-	-	2	**2**	**2**
UNOMIG	14	15	37	**66**	32	**32**	**98**
UNOWA	6	-	1	**7**	-	-	**7**
UNSCO	-	3	17	**20**	-	-	**20**
UNTOP	1	-	4	**5**	4	**4**	**9**
UNTSO	9	55	27	**91**	-	-	**91**

[a] Limited to service to a specific mission.

Table 3
Breakdown of international staff on appointments of limited duration by mission as of 30 June 2004

Table 3.1
International staff on appointments of limited duration

	Reaching end of fourth year on appointments of limited duration		
	by Dec. 2004	*After Dec. 2004*	*Total*
Total	**206**	**1 329**	**1 535**
BONUCA	2	10	**12**
MINUGUA	-	11	**11**
MINURSO	7	14	**21**
MINUSTAH	3	38	**41**
MONUC	21	284	**305**
ONUB	2	30	**32**
ONUCI	3	42	**45**
UNAMA	6	104	**110**
UNAMI	-	7	**7**
UNAMIS	-	2	**2**
UNAMSIL	4	89	**93**
UNMEE	6	84	**90**
UNMIK	127	350	**477**
UNMIL	2	111	**113**
UNMISET	23	115	**138**
UNOMB	-	2	**2**
UNOMIG	-	32	**32**
UNTOP	-	4	**4**

Table 3.2
International staff on appointments of limited duration reaching end of fourth year in 2004 by month

	Before January 2004	*January 2004*	*February 2004*	*March 2004*	*April 2004*	*May 2004*	*June 2004*	*July 2004*	*August 2004*	*September 2004*	*October 2004*	*November 2004*	*December 2004*	*Total*
Total	**2**	**2**	**5**	**3**	**5**	**14**	**12**	**39**	**26**	**29**	**24**	**28**	**17**	**206**
BONUCA	-	-	-	-	-	-	-	-	2	-	-	-	-	**2**
MINURSO	-	-	-	-	1	1	-	3	1	1	-	-	-	**7**
MINUSTAH	-	-	-	-	-	-	-	1	2	-	-	-	-	**3**
MONUC	-	-	1	-	2	4	3	5	2	-	2	1	1	**21**
ONUB	-	-	-	-	-	1	-	-	1	-	-	-	-	**2**
ONUCI	-	-	-	-	-	-	-	1	-	-	1	1	-	**3**
UNAMA	-	-	1	-	-	2	1	1	-	-	1	-	-	**6**
UNAMSIL	-	-	-	-	-	-	-	1	-	1	1	-	1	**4**
UNMEE	1	-	-	-	1	-	-	-	-	-	1	2	1	**6**
UNMIK	1	2	2	2	1	6	8	23	18	24	11	20	9	**127**
UNMIL	-	-	-	-	-	-	-	-	-	-	-	2	-	**2**
UNMISET	-	-	1	1	-	-	-	4	-	3	7	2	5	**23**

Table 4
Timeline for appointments of limited duration

	International staff																			
	Peacekeeping budget												*Regular budget*							
Timeline[a]	*MINURSO*	*MINUSTAH*	*MONUC*	*ONUB*	*ONUCI*	*UNAMSIL*	*UNMEE*	*UNMIK*	*UNMIL*	*UNMISET*	*UNOMIG*	*Total*	*BONUCA*	*MINUGUA*	*UNAMA*	*UNAMI*	*UNAMIS*	*UNOMB*	*UNTOP*	*Total*	*Grand total*
Total	**21**	**41**	**305**	**32**	**45**	**93**	**90**	**477**	**113**	**138**	**32**	**1 387**	**12**	**11**	**110**	**7**	**2**	**2**	**4**	**148**	**1 535**
Prior 2004	-	-	-	-	-	-	1	1	-	-	-	**2**	-	-	-	-	-	-	-	**-**	**2**
Jan.-June 2004	2	-	10	1	-	-	1	21	-	2	-	**37**	-	-	4	-	-	-	-	**4**	**41**
July-Dec. 2004	5	3	11	1	3	4	4	105	2	21	-	**159**	2	-	2	-	-	-	-	**4**	**163**
Jan.-June 2005	-	4	32	3	5	8	24	78	6	36	2	**198**	-	-	3	1	1	-	-	**5**	**203**
July-Dec. 2005	5	-	89	3	3	17	6	36	1	8	3	**171**	1	2	3	1	-	1	-	**8**	**179**
Jan.-June 2006	-	2	31	2	1	12	25	49	5	13	2	**142**	2	6	6	-	-	-	1	**15**	**157**
July-Dec. 2006	5	-	49	7	1	14	5	42	7	19	5	**154**	-	2	26	2	-	-	2	**32**	**186**
Jan.-June 2007	1	1	31	1	5	12	13	52	2	16	11	**145**	4	1	17	-	-	1	-	**23**	**168**
July-Dec. 2007	1	1	26	-	7	16	6	43	23	11	5	**139**	2	-	37	-	-	-	-	**39**	**178**
Jan.-June 2008	2	30	23	14	19	9	3	48	66	12	4	**230**	1	-	12	3	1	-	1	**18**	**248**
July-Dec. 2008	-	-	3	-	1	1	2	2	1	-	-	**10**	-	-	-	-	-	-	-	**-**	**10**

[a] Period during which staff will reach four years on ALD appointment.

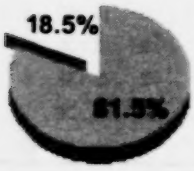
	Local staff																	
	Peacekeeping budget										*Regular budget*							
Timeline[a]	*MINURSO*	*MONUC*	*ONUB*	*ONUCI*	*UNAMSIL*	*UNMEE*	*UNMIK*	*UNMISET*	*UNOMIG*	***Total***	*BONUCA*	*MINUGUA*	*UNAMA*	*UNAMI*	*UNAMIS*	*UNTOP*	***Total***	***Grand total***
Total	**19**	**861**	**28**	**107**	**369**	**251**	**1 505**	**615**	**51**	**3 806**	**14**	**14**	**696**	**5**	**6**	**6**	**741**	**4 547**
Prior 2004	-	-	-	-	-	-	108	134	-	**242**	-	-	6	1	-	-	**7**	**249**
Jan.-June 2004	-	2	-	-	-	1	510	201	2	**716**	-	2	1	-	-	1	**4**	**720**
July-Dec. 2004	-	8	2	-	4	32	466	38	-	**550**	1	-	7	-	-	-	**8**	**558**
Jan.-June 2005	6	42	7	-	112	99	155	61	2	**484**	-	3	5	1	-	1	**10**	**494**
July-Dec. 2005	5	62	1	-	78	40	90	19	24	**319**	-	1	1	2	-	-	**4**	**323**
Jan.-June 2006	4	92	-	-	50	25	90	56	7	**324**	-	4	83	1	-	1	**89**	**413**
July-Dec. 2006	-	224	6	-	29	16	30	47	1	**353**	5	-	287	-	-	-	**292**	**645**
Jan.-June 2007	2	81	9	7	48	10	25	40	2	**224**	2	2	120	-	-	1	**125**	**349**
July-Dec. 2007	1	147	-	46	32	10	20	11	9	**276**	2	2	158	-	-	-	**162**	**438**
Jan.-June 2008	1	203	3	54	16	18	11	8	4	**318**	4	-	28	-	6	2	**40**	**358**
July-Dec. 2008	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

[a] Period during which staff will reach four years on ALD appointment.

Table 5

Reappointments of staff on appointments of limited duration from the 300 to the 100 series of the Staff Rules from 1999 to 2004

	Total reappointments	*On board*	*Separated*
2004	277	260	16
2003	417	385	32
2002	133	92	41
2001	96	57	39
2000	94	58	36
1999	59	31	28
1998	12	4	8
Total	**1 085**	**885**	**200**



Currently on board	81.5%
Separated	18.5%
Total	100.0%

Table 6
Comparison of entitlements of international mission personnel on 100 and 300 series

Series No.	*Entitlement*	*100 series mission appointee at special missions*	*300 series in special missions*
	Salaries and allowances		
1.	Annual within-grade salary increment	Yes	No
2.	Dependency benefits	Yes	No
3.	Service allowance (including family element)	No	Yes
4.	Education grant	Yes	No
5.	Language allowance	Yes	No
6.	Travel allowance (in lieu of home leave)	No	Yes
	Appointment and promotion		
7.	Limitation of service	Limited to service with a specific of the mission; duration of appointment subject to mission mandate	Limited to 4 years maximum; service limited to specific mission; duration of appointment subject to mission mandate
	Social Security		
8.	Death benefit	Yes (in accordance with staff rule 109.10, ranging from 3 to 9 months pay)	Yes (Limited to 3 months net pay)
9.	Pension participation	Yes	Yes (s/m are pensioned upon employment but only vested if service is five years or more)
10.	Sick leave	Yes (65 days sick leave with full pay/65 days sick leave with half pay in a consecutive calendar year for first 3 years; after 4 years of service 195 days of sick leave with full pay and 195 days of sick leave with half pay in any 4-year consecutive period)	Yes (2 days per month; can be carried forward)
11.	After-service health insurance coverage	Yes	No

Series No.	*Entitlement*	*100 series mission appointee at special missions*	*300 series in special missions*
	Leave		
12.	Annual leave (2.5 days per month)	Yes (can carry forward 60 days)	Yes (can carry forward 30 days)
13.	Family leave (uncertified sick leave used as family leave)	Yes (7 days per year)	Yes (3 days each 6 months)
14.	Maternity leave (16 weeks full pay)	Yes	Yes (16 weeks special leave with full pay in lieu of maternity leave)
15.	Paternity leave (i.e. portion of maternity leave under 100 series unused by mother)	Yes	Yes (only if the mother is a s/m with 100 series appointment)
	Separation benefits		
16.	Termination indemnity	Yes (as per annex I to Staff Rules)	Yes (1 or 2 weeks if included in letter of appointment)
17.	Repatriation grant	Yes	No
18.	Commutation of annual leave	Yes (up to 60 days)	Yes (up to 30 days)
	Travel		
19.	Family visit travel with lump-sum option	Yes	No
20.	Home leave travel with lump-sum option	Yes	No